

Migratory Bird Management

Migratory Bird Management	2003 Actual	2004 Enacted	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	2005 Budget Request	Change From 2003 (+/-)
Conservation & Monitoring \$(000) FTE	20,410 150	20,953 150	+105 -	+2,537 +19	23,595 169	+2,642 +19
Permits \$(000) FTE	918 22	918 22	+6 -	+700 +7	1,624 29	+706 +7
North American Waterfowl Mgmt Plan \$(000) FTE	7,369 35	10,225 35	+23 -	+1,201 -	11,449 35	+1,224 -
CAM (See General Operations Expenses) \$(000)	[485]	[TBD]*	-	-	[TBD]*	-
Total, Migratory Bird Management \$(000) FTE	28,697 207	32,096 207	+134 -	+4,438 +26	36,668 233	+4,572 +26

* The Service is reviewing the Cost Allocation Methodology and will provide an FY 2005 budget proposal by April 15, 2004.

Migratory Bird Management – Use of Cost and Performance Information

In FY 2004 the Division of Migratory Bird Management implemented use of operational work-plans as a way to prioritize, budget, and manage the division's nationwide workload. This project-based process outlines requirements to the project level of detail including objectives, scope, and estimated cost. Fields in the workbook correspond to fields in the Migratory Bird Project Database which are used to manage the current workload and plan future work for the division. Use of a database facilitates planning by providing a format for submitting new project ideas and allows ranking of prospective projects for implementation. The process incorporates performance reporting and is consistent with Activity Based Costing (ABC) processes.

Program Overview

The Service is developing a new operational performance plan (with an implemented working draft) that directly aligns all program activities and objectives with the Secretary's four strategic plan mission components - Resource Protection, Resource Use, Recreation, and Serving Communities. The draft operational plan contains new long-term and annual performance goals and measures to guide the delivery of Service program implementation, management reform, and budget formulation. The alignment and integration of program performance with budget formulation provides the context for transparent accountability and the foundation for continual improvement in the basic functions required for migratory bird population management.

The Migratory Bird Management Program supports (1) DOI draft Resource Protection - Biological Communities Strategy 2, targeted at sustaining biological communities on DOI managed and influenced lands and waters; (2) DOI draft Resource Protection - Biological Communities Strategy 3, targeted at increasing information and knowledge necessary for decision making; (3) DOI draft Resource Protection - Cultural and Heritage Resources Strategy 1, targeted at increasing the

knowledge base of cultural and heritage resources managed by DOI; and, (4) DOI draft Recreation - Goal 2 Strategy 1, targeted at increasing the quality of recreational activities involving DOI-managed resources and Strategy 2, provide effective interpretation and education programs.

Migratory birds constitute one of North America's most highly valued natural resources and regional, national, and international coordination and communication are essential for their conservation. The mission of the Migratory Bird Management Program is to conserve and manage migratory birds and their habitats, in partnerships with others, to fulfill U.S. treaty obligations and trust responsibilities. The responsibility for conserving, protecting, and enhancing the populations and habitats of the nation's migratory birds rests with the Service, the lead federal agency for migratory bird conservation. The Service meets its responsibility through a variety of programs, including on-the-ground initiatives and partnerships. The Migratory Bird Management Program's greatest challenge is to continuously increase knowledge of bird population status and trends so that population and habitat management activities are properly focused. In general, the aim is to remove or reduce harmful threats to birds, and to identify and develop appropriate management that will result in healthy and sustainable population levels.

The Service has a significant role in heightening public awareness of the importance of migratory birds. In partnership with the National Fish and Wildlife Foundation, the Service coordinates International Migratory Bird Day (IMBD), a day of recognition celebrated annually on the second Saturday in May. Festivals, bird walks, seminars, and other activities provide people with an increased awareness of the significance of migratory birds. More than 500 public events and countless private events have educated hundreds of thousands of people, including students, educators, and political leaders. IMBD is a unique opportunity to educate the American public on the necessity of maintaining natural habitats and reducing threats to birds.

The Service, by treaty and law, is mandated to ensure the wise use and management of more than 800 species of migratory birds for the continued enjoyment of the American public. Birds enrich the lives of Americans in innumerable ways and their loss would immeasurably diminish the quality of life for a large segment of the public.

Nearly 79 million adult residents of the United States (37 percent of the adult population) participate in wildlife-related activities, and 88 percent of them pursue activities that focus specifically on migratory birds, such as bird-feeding, hunting, photography, and viewing. Each year, these Americans contribute more than \$58 billion to the U.S. economy through expenses directly related to wildlife-related activities, and they expect recreational opportunities and first-hand experiences with migratory birds in their natural habitats will continue to be available to their children, grandchildren, and great-grandchildren.

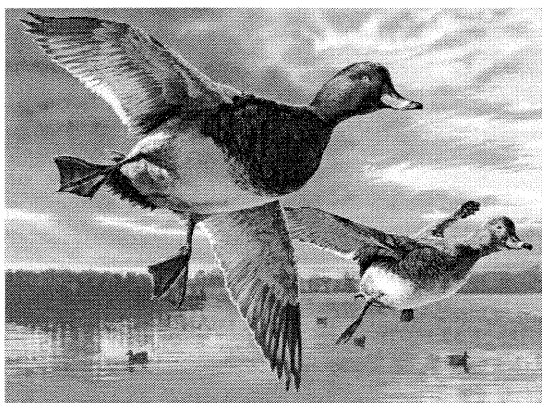
A quadrupling of the U.S. population since 1900 has placed tremendous pressures on the habitats and ecosystems upon which migratory birds depend for their survival. As a result, there have been dramatic changes in the landscape mosaic (e.g., 50 percent of wetland habitats drained or altered, 90 percent of the tallgrass prairie converted to agriculture, and 96 percent of original eastern forests logged). Constant changes in the quality, quantity, and distribution of habitats used by migratory birds present major challenges to federal and State agencies responsible for their management. Largely because of these habitat-related threats, nearly 25 percent of the Nation's migratory bird species are now considered to be at risk of suffering further declines and thus are in need of additional conservation measures. Whatever actions are necessary to keep these species common, must begin now to ensure this treasured resource remains an integral part of the everyday lives of the American people.

The Division of Migratory Bird Management, Division of Bird Habitat Conservation, Regional Migratory Bird programs, Joint Ventures, and the Migratory Bird Hunting and Conservation Stamp Office comprise the Service's Migratory Bird Conservation Program. These units work cooperatively to prevent new species from joining those already on the Endangered Species List. Efforts include:

- conduct population surveys, monitoring, and assessment activities for both game and non-game species;
- manage migratory bird permits and hunting regulations;
- participate in international treaty negotiations related to migratory birds;
- manage overabundant populations and restore habitat where populations are declining;
- develop outreach and education materials and follow through with related activities;
- manage grants that implement on-the-ground activities to conserve migratory bird and other wildlife habitats;
- support regional-scale biological planning, project implementation, and evaluation to achieve migratory bird objectives; and
- coordinate efforts to reduce bird mortalities resulting from collisions with communication towers and power-lines, fisheries by-catch, pesticides, and other human-related causes.

The Migratory Bird Management Program serves as a focal point for policy development and strategic planning, promoting bird conservation through the implementation of comprehensive migratory bird management plans. The North American Waterfowl Management Plan, Partners in Flight Landbird Conservation Plans, the U.S. Shorebird Conservation Plan, the North American Waterbird Conservation Plan, and some of the migratory game bird management plans developed by the Flyway Councils are critical to the Migratory Bird Management Program. These plans have been developed by coalitions of federal and State agencies, tribal entities, foreign governments, non-governmental organizations, industry, academia, and private individuals who are interested in the conservation of birds. The recently established North American Bird Conservation Initiative (NABCI) provides an opportunity to integrate these bird plans through regionally-based, biologically-driven, landscape-oriented partnerships that deliver the full spectrum of bird conservation.

Migratory Bird Hunting and Conservation Stamp (Duck Stamp)



The painting to the right is the 71st Migratory Bird Hunting and Conservation Stamp (Duck Stamp) issued by the Service. This painting, by Minnesota artist Scot Storm depicts two redheads flying over a lake in the prairie pothole region of North Dakota.

Since 1934, the Duck Stamp Office has raised more than \$650 million for the Migratory Bird Conservation Commission (MBCC) to conserve more than 5 million acres of prime bird habitat on the National Wildlife Refuge System. In fiscal year 2003, sale of Duck Stamps totaled nearly \$25 million, about 50 percent of the total annual revenue

of the MBCC.

The Junior Duck Stamp program began in 1989 and since then has grown through extensive volunteer efforts to include all fifty States. In 2003, more than 300,000 youths participated in some portion of the program, either through the art competition or conservation course work. The Service views the

Junior Duck Stamp Program as a valuable tool to foster the conservation ethic in our nation's youth at a time when the population is becoming increasingly urbanized. A high school student from Pennsylvania, Nathan Bauman, painted the image chosen as the 2003-2004 Junior Duck Stamp. The 2003-2004 Junior Duck Stamp, depicting a pair of green-winged teal, yielded total sales of more than \$105,000. This money has been re-invested in the program, providing scholarship awards and producing a special Refuge Centennial Junior Duck curriculum guide.

2003 Program Performance Accomplishments

Below are examples of projects implemented and/or completed.

Pacific Brant (Region 1, Northwest): The 2002 mid-winter count of Pacific Brant of 136,200 was 9% higher than the 2001 count. Although numbers in 2003 were down, the population appears to be stable over the long-term (1972–2002).

Lark Bunting (Region 2, Southwest): This population has exhibited a substantial downward trend of more than 3.1 percent per year between 1966 and 1979. In the last 22 years this trend, although still downward has been reduced by half to 1.4 (1980-2002). Although the reasons for this improvement are unknown, grassland protection programs might have helped to slow the rate of decline. Changes in population status of this grassland-dependent species should be closely monitored.

Louisiana Waterthrush (Region 3, Great Lakes): Unlike other parts of the continent, waterthrush populations in the Great Lakes region have significantly increased (2.4% per year) over the last two decades. Continued monitoring is needed to ensure stream-side habitats retain qualities that attract breeding waterthrushes.

Bachman's Sparrow (Region 4, Southeast): This population has declined at an unacceptably high rate of 6.9 percent per year over a period of 14 years (1966-1979). However, over the past 22 years (1980-2002), the population has been essentially stable (i.e., decline of 1.1 percent per year). Compared to a steep decline of the 1970s, we find this stabilization of the population encouraging. Careful monitoring of this population over the next 5-10 years will tell whether or not habitat management on behalf of this species by State and federal agencies has had the desired effect of increasing the population size of this species.

Atlantic Brant (Region 5, Northeast): The 2002 mid-winter count of Atlantic Brant of 181,600 was 25% higher than the 2001 count. Although numbers decreased slightly in 2003, in general, this population of Brant has increased in the last decade from low levels reported in the 1970s.

Upland Sandpiper (Region 6, Central Plains): In the United States, Upland Sandpipers are increasing at a rate of 1 percent per year. Many of the increases reported are in the Great Plains region. Funding of the Conservation Reserve Program, Grassland Reserve Program, and other grassland initiatives could continue to improve the status of this species.

Eastern Tundra Swan (Region 7, Alaska): During 2003, the mid-winter count of Eastern Tundra Swans was 4% higher than the previous year's count. In general, this population of swans has increased during the last decade from low levels in the 1970s. Eastern Tundra Swans that breed in Alaska, winter in coastal marshes and lagoons of the Atlantic coast from Maryland to North Carolina.

Tundra/Trumpeter Swans (Region 1, Northwest): Mid-winter counts of swans will continue to provide information on the status and trends of swan populations.

Golden Eagle (Region 2, Southwest): A proposal has now been accepted to determine population sizes and juvenile ratios of western Golden Eagle populations. Survey work will begin in 2004. This information is needed to effectively issue permits to Native Americans for religious use purposes.

Cerulean Warbler (Region 4, Southeast): A survey is being designed to assess population size and habitat use of Cerulean Warblers in the central Appalachian region. This cooperative effort involves State and federal agencies, non-governmental organizations, universities, and industrial land-owners and will produce recommendations for voluntary protection of the Warbler's forest habitats.

Long-billed Curlew (Region 6, Central Plains): A survey protocol has been developed for Long-billed Curlews that breed in the central plains and is scheduled for implementation in spring 2004. Information will be used to estimate population size, determine current breeding range, and track changes of populations through time.

Justification of 2005 Program Change

Migratory Bird Management		FY 2005 Budget Request	Program Changes (+/-)
Conservation & Monitoring	\$(000) FTE	23,595 169	+2,537 +19

The FY 2005 budget request for Conservation & Monitoring is \$23,595,000 and 169 FTE, a net program increase of \$2,537,000 and 19 FTE from the 2004 enacted level.

Conservation and Monitoring

Overview and Implementation Plan: Resource Protection for sustaining biological communities on DOI managed and influenced lands and waters will be at the core of the Service's management activities for migratory birds in FY 2004. The Service anticipates that significant accomplishments in migratory bird population management initiatives will be achieved. The following are examples of activities/projects that will be implemented in support of the DOI Resource Protection draft Strategic Goal for sustaining biological communities.

- Manage bird populations to self-sustaining levels for specific species. These efforts will maintain the Service's focus on birds of management concern and on birds that are considered as common, while addressing the issue of overabundant migratory bird species and their impacts on the environment.
- Implement cooperative management activities on an additional problem populations; thereby, helping to reduce conflicts directly related to their overabundance status.
- Maintain work on the development of reliable population models for use in the Service's ongoing efforts to manage migratory game bird harvests adaptively.
- Continue efforts to support numerous bird conservation plans, permit issuance for migratory bird take, and the successful completion of the Service's core survey program for migratory birds.
- Promulgate sport hunting and falconry regulations as scheduled, thus continuing to provide important recreational opportunities for the public thereby also supporting the DOI Recreation goal of Ensuring a Quality Experience and Enjoyment of Natural and Cultural Resources on DOI Managed or Partnered Land or Waters.
- Increase our understanding of the status and trend of important migratory bird populations, such as waterbirds, shorebirds, or land birds, through the design and implementation of a pilot survey.

Accurate population information is critical to identifying and prioritizing management actions and providing the scientific basis for the Migratory Bird Management Program. Thus regular monitoring and assessment of status and trends of migratory bird populations are necessary to identify and implement appropriate management actions. In addition to monitoring, the acquisition and analysis of new or existing scientific information may be necessary to provide the basis for addressing and resolving priority migratory bird management issues. So research is needed to address problems and concerns, and to develop effective cost-efficient conservation strategies. The Service is largely dependent upon partners, such as the U.S. Geological Survey, to address research needs.

Aerial surveys are the backbone of the assessment procedures the Service uses to determine the status and trends of ducks, geese, and swans. Surveys are conducted on principal breeding grounds and important migrational and wintering areas, covering large portions of Canada, Mexico, and the United States. They are accomplished by using sampling techniques that have been proven and refined over several decades. The information gathered is critical to identifying and prioritizing management actions and developing annual hunting regulations. Scientific conservation and monitoring programs are established and comprehensive migratory bird management actions are based on analysis of these data. Annual surveys count more than 90 million ducks representing 15 species and 4 to 6 million geese and swans. Though pilot-biologists fly surveys year round, the months of May, July, December, and January constitute an incredibly high level of workload. The Service's pilot-biologists fly more than 80,000 miles of tree-top level transect surveys, logging 1,600 hours of flight time, covering more than 204,000 flight miles of habitat. The distance flown on these surveys is virtually equivalent to the distance from the earth to the moon. This work is tedious, inherently risky, and complicated by bad weather and aging equipment.



Almost 24 percent of the world's shorebird species occur in the U. S. and Canada; they can be found in every State and province. There are 74 distinct shorebird subspecies identified in North America and more than one-third (36 percent) have populations that number less than 25,000 individuals. Seven populations of shorebirds are listed or have been considered for listing as threatened or endangered in the U. S., and one species is likely extinct. Of 51 shorebird species that breed in North America, 40 species (78 percent) spend their winter in Latin American and Caribbean countries, others travel to wintering grounds in eastern Asia, Australia, Polynesia, and northern Europe. Because preliminary information indicates the majority of shorebirds found in North America are declining, the Service and its partners initiated the Program for Regional and International Shorebird Monitoring (PRISM), in 2001, to develop scientific procedures to estimate population sizes and track changes. The Shorebird Sister Schools Program, initiated by the Service in 1993, is designed to deliver education about the conservation of shorebirds and their wetland, shoreline, and grassland habitats nationwide. The program annually engages more than 50 partners throughout the western hemisphere and Asian flyways to deliver information.

The Service is an important partner in the Waterbird Conservation for the Americas initiative. In 2002, the initiative produced the North American Waterbird Conservation Plan, a framework for conservation action for a wide range of bird families, including loons, pelicans, herons, cormorants, puffins, and petrels. Many species of these aquatic birds face significant risks to their populations, habitats, and critical areas. Colonial-nesting waterbirds are particularly vulnerable because they congregate for breeding. This behavior has also made it difficult to assess populations and trends.

Prior to the North American Waterbird Conservation Plan, there was no comprehensive, collaborative effort to conserve these birds; the Plan is based on the successes of the North American Waterfowl Management Plan, Partners in Flight, and the U.S. Shorebird Conservation Plan.

The contemporary phenomenon of managing migratory bird species that are expanding beyond their historic ranges and numbers due to changes in their habitat, improved environmental quality, or other unknown reasons presents a challenge for biologists. Overabundant species require significant management actions to bring populations down to healthy levels. Snow geese, resident Canada geese, cowbirds, and cormorant populations, among the most common species of birds, are increasing at dramatic rates while simultaneously raising numerous public concerns. Crop depredation, by Canada geese in the Pacific Northwest and the impact that double-crested cormorants are having on aquaculture in the Southeast create economic issues. For example, midwinter counts of Canada geese in the mid-Atlantic and New England regions increased from an average of approximately 29,000 birds during 1966-1970 to nearly 350,000 during 1996-1999, largely due to the growth of resident populations. Management of this diverse and widely distributed resource is increasingly complex. Insufficient information on the status, distribution, and other elemental factors influencing the dynamics of these populations has compromised our ability to resolve critical management issues.

NEPA Compliance and Implementation (\$1,000,000)

This request is for development and implementation of Environmental Impact Statements (EIS). Completion of two high-priority new EISs, and implementing the recommendations of four completed EISs is fundamental to achieving the DOI Strategic Plan Resource Protection Mission goal to “Sustain biological communities on DOI managed and influenced lands and waters in a manner consistent with obligations regarding the allotment and use of water,” and; contributes directly to the end-outcome performance measure “Percent of species of management concern that are managed to self sustaining levels, in cooperation with affected States and others, as defined in approved management documents,” and the intermediate outcome measure “Manage harvest: percent of harvested populations managed to desired population condition as defined in approved management plans.” The first new EIS will be initiated during FY 2005, and others will be started sequentially thereafter.

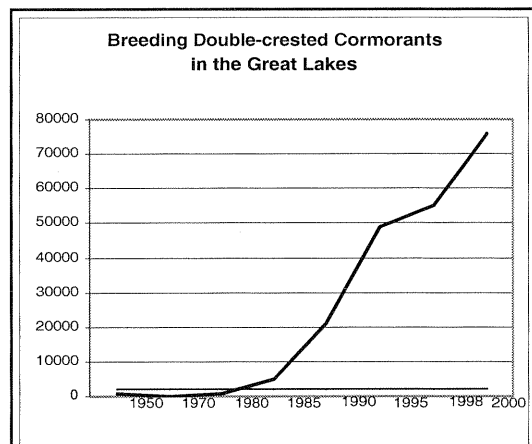
New EISs (\$400,000): Funds will assist in the preparation of new EISs to solicit and address public input on significant migratory bird issues. The two highest priorities for these funds are EISs addressing: (1) issuance of annual regulations permitting the sport hunting of migratory birds, and (2) management of migratory bird take through the issuance of migratory bird take permits. Currently, migratory bird hunting regulations are based on a Supplemental EIS (SEIS) completed in 1988, well before many of the recent improvements in the regulations process (e.g., the incorporation of adaptive management procedures). There has never been a programmatic EIS for migratory bird permitting, and DOI Solicitors have recently strongly advised that the Service develop one.

Overabundant Populations (\$600,000): The Service has or will soon complete EISs covering the management of problems associated with overabundant populations of resident Canada geese, light geese, double-crested cormorants, and Caspian terns. These EISs were developed with no increases in funding and at great cost to a number of important activities. New funds are essential to implement, on a priority basis, the recommended actions from the completed EISs. Implementation of the recommendations is necessary to achieve the DOI Strategic Plan Resource Protection Mission goal. Among the highest priorities are improved monitoring programs for double-crested cormorants, and supporting States in the Pacific Northwest to operate Canada goose check stations that facilitate the use of sport hunting to accomplish geese population control objectives there.

EIS Implementation Is Critical for both Species and Habitat

Light Geese: Feeding activity of mid-continent light geese (lesser snow and Ross's geese) in portions of the Hudson Bay region of North America destroys vast expanses of fragile arctic and sub-arctic tundra and presents a serious risk to the survival of geese populations and local populations of other migratory birds that depend on the same habitat. As the number of geese increases, food resources and nesting cover on the breeding grounds are depleted, and the potential for a major outbreak of avian cholera or other disease increases. In response, the Service liberalized hunting seasons and issued new regulations, including a Conservation Order in 1999, that allows taking of these geese outside the traditional hunting period allowed by the Migratory Bird Treaty Act. The management goal is a 50 percent reduction in numbers of mid-continent light geese.

Double-crested Cormorants: Over a 30-year period, the number of nesting pairs of double-crested cormorants in North America has grown from more than 50,000 to approximately 400,000. The graph at right illustrates this growth in the Great Lakes region specifically. Further population research will be needed to support population-level management if localized damage control efforts fail to resolve resource conflicts.



Resident Canada Geese: In recent years, the numbers of Canada geese that nest and/or reside predominantly within the conterminous United States have undergone dramatic population growth. Populations have grown to levels that are increasingly coming into conflict with people and human activities and causing public and private property damage and human health and safety concerns in many parts of the country. The EIS provides alternative management strategies and a regulatory mechanism for States and other agencies to respond to complaints. Implementation of the EIS is essential to effectively managing the size of the population while considering the socioeconomics, and minimizing the effect on other wildlife species as well as natural, historic, and cultural resources.

Migratory Bird Management Operational Priorities (\$3,000,000)

The three highest priorities include: (1) funds to address key information needs for migratory game bird species other than waterfowl (\$250,000); (2) fully funding the Harvest Information Program (\$655,000); and (3) critical core improvements in the migratory bird survey, monitoring, and assessment program (\$2,095,000).

Webless Migratory Gamebirds (\$250,000): This \$250,000 will be used to increase support of a highly successful, cooperative program between the Service and State wildlife agencies and other organizations to conduct studies on migratory game birds other than waterfowl (i.e., doves, pigeons, cranes, woodcock, rails, and snipe). Termed the Webless Migratory Game Bird Research Program (WMGBRP), this endeavor was initiated in 1994 with funding support from the Service's Division of Migratory Bird Management and the help of the International Association of Fish and Wildlife Agencies' Migratory Shore and Upland Game Bird Committee. Since its inception, this program has invested \$1.5 million in Federal dollars for migratory gamebird research. More importantly, however, this Federal investment has been matched by nearly \$4.1 million in State and private funds. To date, the WMGBRP has successfully completed 41 high priority, cooperatively-funded projects.

Other priorities in the Service's Division of Migratory Bird Management have significantly reduced the availability of funds for the WMGBRP. In FY 2003, Federal contributions were discontinued and will likely not be available in FY 2004. This request will re-invigorate the WMGBRP, resulting in an average of 6 new high-priority projects annually. This is important because, relative to waterfowl, webless gamebirds are poorly known or understood, and our rate of learning has not kept up with the need for information essential for managing these populations. Mourning doves, woodcock, and some rails have been declining in abundance, and the causes of these declines need to be determined and taken into account in the development of harvest regulations, if appropriate.

Harvest Information Program (HIP) (\$655,000): These funds will be used to fully implement the Harvest Information Program (HIP). HIP is a cooperative program with the States, who are required to collect the names and addresses of all licensed migratory bird hunters and provide them to the Service. The Service uses the names and addresses to select samples for conducting annual national migratory bird harvest surveys. All States except Hawaii have participated in the HIP since 1998. To help defray annual operating costs in State-licensing systems, the Service agreed at the onset of the HIP to pay each State 30 cents per name during the first 2 years and 10 cents per name thereafter. These reimbursement costs to the States, along with other costs associated with the operation of the survey, total \$825,000 per year. The Service receives an annual appropriation of \$170,000 for HIP to help defray payments to the States for names and addresses, leaving a remaining obligation of \$655,000 each year. Annual reimbursement to the States have been made when budget conditions have allowed, but higher priorities in the Migratory Bird Management Program the past few years have meant that not all States are fully reimbursed, damaging cooperative relationships between the Service and States. This budget request would allow the Service to fully honor its obligations for HIP without compromising other high priority activities. This request contributes to achieving the DOI Strategic Plan Resource Protection Mission goal.

Survey and Monitoring (\$2,095,000): An increase of \$2,095,000 for migratory bird survey, assessment, and monitoring activities will allow the Service to comply with mandates in the various migratory bird treaties and other legislation (e.g., *Fish and Wildlife Conservation Act of 1980*) by addressing core deficiencies in our migratory bird survey, monitoring, and assessment program. The key to effective conservation of our Nation's migratory bird resources is a thorough understanding of the status (distribution and population trends) of each species and an awareness of how our actions affect that status. Knowledge of status over time is essential to: (1) establish bird conservation priorities, (2) scientifically evaluate the effects of management actions, and (3) assess impacts of other human and environmental factors on migratory bird populations. Because most birds range over large areas, obtaining an accurate, complete picture of their status requires a broad-based, rangewide perspective. The States and non-governmental organizations conduct surveys that contribute greatly to our understanding of bird population status on a local scale. However, the Service is the only authority uniquely capable of providing a continental outlook, due to its national scope and international responsibilities.

The lack of solid data on population status for most birds has hindered our ability to establish meaningful population objectives for management purposes; moreover, establishment of management objectives has little meaning without surveys of sufficient rigor to determine if the targets are met. Establishing objectives and measuring performance relative to those objectives is complicated by the fact that bird populations can fluctuate greatly on an annual basis, due to changes in weather conditions and food availability. Weather and food-related changes in bird populations are often of much greater magnitude on an annual basis than changes caused by management, thus these confounding variables need to be understood and accounted for in the management objectives themselves, and in how we assess performance relative to those objectives. For these reasons, existing GPRA performance measures for the DOI and Service's Migratory Bird Management Program measure program outputs rather than resource outcomes. The Service is anxious to develop

more appropriate performance measures, and the increases requested here for the migratory bird survey, monitoring, and assessment program will contribute greatly toward accomplishing that goal.

The Service has three priorities for expansion of its existing bird survey and monitoring program: (1) development of standardized procedures for measuring range-wide status for poorly monitored, high priority species; (2) enhanced data collection, analysis and reporting procedures for ongoing surveys; and (3) greater data assessment capabilities to embrace the use of monitoring data in decision-making. This request contributes directly to addressing these three priorities, as well as the DOI Strategic Plan Resource Protection Mission goal to “Sustain biological communities on DOI managed and influenced lands and waters in a manner consistent with obligations regarding the allotment and use of water.”

The following are the core components of the \$2,095,000 request:

- **Increased Costs of Survey Aircraft (\$575,000):** The aircraft issue will cover increases in baseline costs to operate our existing fleet of survey aircraft that will begin in FY 2004. These cost increases cannot be absorbed by the Migratory Bird Management’s current budget without eliminating ongoing surveys.
- **Creation of a Survey, Monitoring, and Assessment Operational Database (\$920,000):** The SMAODB would be used to prioritize and fund operational costs to address the highest priority bird survey, monitoring, and assessment needs on an annual basis. Priority will be given to projects that address important information needs at the populations levels identified in the Service’s Operational Strategic Plan. Funding available from completed projects will be re-allocated to new projects each year based on input from a team made up of appointed representatives of Service Regional and National Offices and representatives of each migratory bird plan initiative (Landbird, Shorebird, Waterbird, and North American Waterfowl Plan coordinators). The Database will play a key role in facilitating a ranking process for regional activities in the Branch of Species and Habitat Assessment, or through contracts with State agencies, NGOs, or private vendors. Examples of current projects that will compete for the funds include: (1) assessment work to revise the northern pintail harvest strategy; (2) assessment work to develop an adaptive management approach for bald eagle disturbance permitting after de-listing; (3) implementation of standardized marshbird monitoring program on a continental scale; (4) implementation of standardized monitoring for key seabird species; and (5) collection of demographic and population data for golden eagles to develop reliable population models that predict effects of harvest by Native Americans.
- **Bird Harvest Strategies and Adaptive Management (\$300,000):** Biometricians will be assigned to enable the Service to greatly expand its capability to progress on a long list of data analysis and assessment projects leading to improvements in migratory game bird harvest strategies and adaptive harvest management (AHM) procedures that are important to States and other partners. High priorities for these statisticians/biologists will be improvements in harvest strategies and/or AHM development for American black ducks, canvasbacks, harlequin ducks, northern pintails, wood ducks, mourning doves, and woodcock. These field biologist positions would also play an integral role in future development of population management strategies for double-crested cormorants, in the development of adaptive management models for bald eagles relative to disturbance, and for the management of golden eagles (Native American harvest) and peregrine falcons (falconry harvest). Finally, assessment biologists will work with existing staff to improve the rigor of our assessments of the impact of activities such as wind-power generation, long-line fishing, power lines, and communication towers on migratory birds.

- **Nongame Shorebirds, Waterbirds, and Landbirds (\$300,000):** Field biologists will be assigned activities that focus specifically on shorebird, waterbird, and landbird survey, monitoring and assessment needs, respectively. These biologists would work in close coordination with the existing bird plan coordinators, as well as Service Regional staff, States, NABCI committee, and partners, to develop project proposals for SMAOFA and other funds to address high priority needs. Currently, there are 45 full-time positions in the Service and USGS devoted to gamebird monitoring and assessment. The positions proposed here would concentrate on the underrepresented interests of nongame birds, which figure prominently, based on their numbers, in the DOI's Strategic Plan.

Other Program Changes (- \$1,463,000)

Migratory Bird Hunting and Conservation Stamp (Duck Stamp) Licensing Program (-\$92,000):

The main purpose and function of the Migratory Bird Hunting and Conservation Stamp (Duck Stamp) licensing program is marketing and outreach for the Duck Stamp Office and The Fish and Wildlife Service. It appears that the general public has a very positive image of the Duck Stamp program, so getting the image out to the public reflects well on the Service. The strategy is that having various duck stamp related products out in the public eye such as t-shirts, hats, mugs, Christmas ornaments, etc., promotes a positive image for the Service and increases Duck Stamp sales.

Public Law 98-369, which was passed in 1984, authorized the creation of the licensing program. The law allows for reproductions of the Duck Stamp image to be used by the private sector with a royalty paid to the Federal Government (calculated at 5-10% of the wholesale price of the products using the image). These royalties have been used to cover the marketing costs of the program with the remainder deposited into the Migratory Bird Conservation Fund, which is used to conserve Refuge lands. Over the last eight years the average annual gross royalties have been about \$60,000, with one FTE to manage the program. The cost of the FTE has been covered with appropriated dollars, not by program royalties.

Currently, the cost of one FTE is more than the average annual royalty revenue raised by the program. Since this work is not deemed inherently governmental, the Service decided that a contractor could manage the licensing program with little or no expense to the government and without compromising program benefits. In addition, by using a performance based contract with incentive to grow the program, the Service could save the expense of the one FTE and still receive funds for the Migratory Bird Conservation Fund.

The program was put out to bid this past spring and the Service is currently in the process of negotiating a viable "performance based" contract with the qualified contractor. The plan is that the contractor will manage the entire licensing program and retain a portion of the royalties as payment for these services. Although the Service is less concerned with increasing the direct revenue for royalties than increasing the benefits from public exposure of the Migratory Bird Hunting and Conservation Stamp, the Service also anticipates an increase in Duck Stamps sales will also provide additional funding for the Migratory Bird Conservation Fund.

Albatross Management in North Pacific (-\$79,000): This funding was provided in FY 2004 to support the Service and its international partners in establishing additional artificial nesting colonies for Albatross. This activity was necessary to increase the size of the breeding population on non-volcanic islands where introduced mammalian predators have been removed. As the Albatross population increases, translocation of young birds to these sites is anticipated to enhance the rate at which birds adopt these satellite colonies as breeding sites. This funding also allowed the Service to take actions to increase in the suitability of currently used nesting habitat and monitor the rate of short-tailed albatross population growth.

While the Service has authority to assist these organizations and to undertake such actions ourselves under the Fish and Wildlife Act (16 U.S.C. 742) and the Fish and Wildlife Coordination Act of 1934, as amended (16 U.S.C. 661-666), these earmarked activities will impact the Service's ability to focus on the Service's highest priority projects nationwide and by doing so, circumvented the Service's priority setting process. Additionally, funding these activities could jeopardize accomplishing the program, Service, or Department performance goals.

Reduce Seabird Bycatch in Alaska (-\$568,000): This predominately pass-through funding in Fiscal Years 2001-2004 has allowed the Service to address evaluation of seabird deterrent devices for large and medium-sized longline vessels, to continue a program of providing free paired streamer lines to the longline fleet, and to determine the distribution of the endangered short-tailed albatross as it relates to Alaska's commercial fisheries.

In FY 2003, funding was added to support several actions such as (1) evaluation of integrated weight ground lines as a seabird deterrent device; (2) development and assessment of seabird avoidance techniques for small fishing vessel operators; (3) investigating whether regulatory relief for use of seabird deterrent devices may be warranted for certain classes of longline vessels or in certain geographic areas; and (4) assessing and eliminating the threat posed by trawler sonar cables (3rd wires) to seabirds. FY 2003 was the first year that funding addressed seabird bycatch in the trawl industry and funding was added again in FY 2004.

The original purposes of the funds have been fulfilled by the Service. While bycatch continues to be a concern in the North Pacific and elsewhere, this project has been completed.

Federal Vehicle Fleet Reduction (-\$13,000): According to recent Office of Management and Budget statistics, among civilian agencies Interior has the third largest motor vehicle fleet. Vehicles are used by Interior employees and authorized volunteers to support multiple mission activities, many in remote areas. In some locations, government vehicles are provided to support service contractors. Over 4,000 vehicles are used seasonally (i.e., only in winter or summer), or for special purposes, such as law enforcement or fire fighting. Nearly 90 percent of the fleet vehicles are trucks, vans, buses and ambulances, and 10 percent are sedans and station wagons.

In 2004, the Department and the bureaus began a collaborative effort to improve the management of vehicle fleets including examination of the infrastructure for fleet management within each bureau, the identification of best practices that could be used Department-wide, and the development of action plans to improve fleet management and realize cost savings.

In anticipation of improved fleet management and the resultant savings, the 2005 budget proposes a reduction in funding. To achieve these savings, the bureau will undertake fleet reductions and cost-savings by: (1) reducing the size of the fleet; (2) employ energy saving practices by fleet operators; (3) acquire more efficient vehicles; (4) acquire the minimum sized vehicle to accomplish the mission; (5) dispose of underutilized vehicles; (6) freeze the acquisition of vehicles from the General Services Administration (GSA) Excess Vehicle program; and (7) explore and develop the use of inter-bureau motor pools.

Permits

Migratory Bird Management		2003 Actual	2004 Enacted	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	2005 Budget Request	Change From 2003 (+/-)
Permits	\$(000)	918	918	+6	+700	1,624	+706
	FTE	22	22	-	+7	29	+7

Program Overview

The primary emphasis of a migratory bird permits program is the conservation of migratory bird populations and to serve the needs of customers conducting legitimate migratory bird activities. The overall goal was to improve the administration and customer service of this important program. In early 2001, a Service-wide Permits Program Evaluation was initiated by the Directorate to improve the administration and customer service of this program. The Service completed a comprehensive workload study of the permit program in August 2002. An operational audit was also conducted by measuring the work associated with administering permits at each Regional work center. The results of the Workload Study included recommendations for improvements in the administration and customer service of the program. Among the recommendations were standardization of position descriptions and grade structures for permit staff nationwide; streamlining permit processes and procedures to improve efficiencies; and improving permit administration through consistent implementation of policy.

Migratory Bird Management, in coordination with the Service's permit working group, agreed to a pilot, using a management engineering technique known as an operational audit (OA), for accomplishing a workload analysis of migratory bird permit functions. The OA is a process of measuring workload to the lowest functional level as determined practical and necessary to capture the minimum number of operational requirements (in terms of staff hours) to accomplish the mission. As a result, a mathematical model was developed that can be used to estimate the number of staff hours needed by each Service Region to accomplish assigned permit workload. From this analysis, actual operational costs were calculated. The FY 2005 increase in funding will be allocated to permit offices in accordance with the workload staffing model, see allocation table below.

2004 Planned Program Performance

In addition to proceeding with required rules and regulations, the Service will use the Migratory Bird Permit Workload Study as a platform for addressing improvements in organization, policies, and procedures. These activities cover a broad spectrum of take issues for migratory birds and so are aligned with DOI's Strategic Goal of Resource Protection. These are:

- Propose regulations to exempt the Armed Forces from incidental take of migratory birds during authorized military readiness activities;
- Finalize regulations to establish specific permit category for rehabilitating sick and injured migratory birds (proposed on December 6, 2001; 66 FR 63349);
- Propose regulations to adjust permit processing fees;
- Draft regulations revising requirements for falconry permits;
- Develop a nationally consistent organizational structure to facilitate conformity in permit administration;
- Establish a permit policy memorandum series to advance consistent permit administration by

communicating new and amended policies and procedures and clarifying exiting policy, regulations, or matters of science. Issue at least two national policies;

- Implement process improvements, including realigning permit expiration and reporting requirements to enable permittees to submit renewal requests and reports together, and staggering permit expirations to better distribute workload throughout the year; and
- Enhance customer service by launching an integrated permits website to improve public access to applications and permit information.

Justification of 2005 Program Change

Migratory Bird Management		FY 2005 Budget Request	Program Changes (+/-)
Permits	\$(000)	1,624	+700
	FTE	29	+7

The FY 2005 budget request for Permits is \$1,624,000 and 7 FTE, a net increase of \$700,000 and 7 FTE from the 2004 enacted level.

The number and type of permit applications processed varies significantly among the Services permit offices. Using a workload study model that calculates required staff hours, the Service can predict the workload requirements at the various locations. The model will respond to changes, up or down, in the number of permit applications received annually at each location. From this, salary and basic operational costs can be calculated resulting in equitable funding allocations among the several permit offices. The study also identified a variety of time saving opportunities that when implemented will result in a more efficient process, better customer service, and information that can be used in making management decisions relative to migratory bird population management and conservation.

The permit workload study is a comprehensive audit of the estimated time required to accomplish specific tasks in the processing and maintenance of active permits. Results are displayed in monthly staff hours required at various volumes of work. The process used and the results of the study are consistent with the theory and reporting requirements under the Departments Activity Based Costing initiative. Staff time can be calculated rather than estimated when reporting accomplishments, cost, and allocating resources among offices. Staff time expended accomplishing specific tasks can be analyzed for efficiency and improvements can be used to adjust the model as necessary to address mission changes as process improvements.

Service Permit Tracking and Issuance System: In FY 2005, the Service plans to implement an electronic permit application process. The process will allow applicants to apply on-line with a simplified format which will simultaneously minimize the potential for mistakes and resulting process delays. Applicants will be able to more easily determine if a permit is actually needed for a specific activity and if so, what type should be applied for. Implementation of this system coupled with additional operational funding are expected to virtually eliminate application backlogs due to basic processing issues in the future.

The table below outlines the regional allocation based on requirements determined by the workload study.

Region	FY 2004 Allocation \$/FTE		FY 2005 Program Change* \$/FTE		FY 2005 Request \$/FTE	
1	81,000	2	92,000	1	173,000	3
2	71,000	2	57,000	1	128,000	3
3	107,000	3	97,000	1	204,000	4
4	118,000	3	55,000	0	173,000	3
5	201,000	5	20,000	0	221,000	5
6	108,000	4	81,000	0	189,000	4
7	48,000	1	57,000	1	105,000	2
9	184,000	2	247,000	3	431,000	5
Total	918,000	22	706,000*	7	1,624,000	29

* Program Change of \$700,000 + \$6,000 in Uncontrollable and Related Changes.

The FY 2005 budget request for migratory bird permits program is \$1,624,000 and 22 FTEs, a net increase of \$706,000 and 7 FTEs from the FY 2004 enacted level of \$918,000. Requested funding will significantly improve operations at all eight permit offices and allow the Service to fully implement recommended process improvements identified by the Workload Study. In 1995, the Migratory Bird Management program annually processed around 3,000 applications with 17 authorized FTEs; today we process more than 12,000 applications with only 22 FTEs (most notably because of significant improvements in streamlining the application process). Processing permit applications requires a comprehensive knowledge of the federal regulations and Service policy, a thorough knowledge of the Migratory Bird program mission – especially as it relates to biological science and population management, and a general knowledge of the various Service program responsibilities. This is necessary because of the extensive coordination and review required for certain types of permit applications.

Biological review is also a critical component for many permits. Today this function is accomplished largely ad hoc and often outside the program due to the lack of biological staff within the Migratory Bird Management program. The requested funding will allow the Service to determine the appropriate biological review and deliver the best service to both protect migratory birds while improving customer service and cooperative relationships with State partners.

Permit Processing Fees: Other resources available for accomplishing the major performance goals supported by these appropriated funds include permit fee receipts of approximately \$175,000 collected annually. Although some permit types allow the Service to collect a processing fee, it is difficult to predict the timing of revenues from these fees. There are certain types of permit applications that are fee-exempt such as those fulfilling scientific research and Indian religious purposes.

North American Waterfowl Management Plan/Joint Ventures

Migratory Bird Management		2003 Actual	2004 Enacted	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	2005 Budget Request	Change From 2003 (+/-)
North American Waterfowl Mgmt Plan	\$(000) FTE	7,369 35	10,225 35	+23 -	+1,201 -	11,449 35	+1,224 -

NAWMP/JV - Integrating Performance and Cost Information

Cost-effective fish and wildlife conservation is attained by achieving the desired population impacts at the lowest relative cost to management and society. Joint Ventures have increasingly invested in biological planning as a means of identifying priority actions for specific conservation landscapes to effectively and efficiently accomplish their goals. This planning uses the best available scientific information to predict how bird populations respond to habitat conservation and other management activities. The products of biological planning, often maps or models, are used by joint venture partners to direct their individual habitat management expenditures where they have greatest effect. Moreover, these products, also known as decision support tools, can expand the influence of joint ventures into non-traditional venues such as the conservation titles of the "Farm Bill", thereby enhancing the public benefits of both the joint ventures and programs such as WRP and CRP.

Program Overview

Joint Ventures (JVs) were formed to implement the North American Waterfowl Management Plan (NAWMP). They are self-directed partnerships involving federal, State, and local governments, corporations, and a wide range of non-governmental conservation organizations that have proven to be successful tools for developing cooperative conservation efforts to protect waterfowl and other bird habitat. The Service provides base operations support for 15 JVs to address multiple local, regional, and continental goals for sustaining migratory bird populations by developing scientifically-based habitat projects that benefit waterfowl and other declining wildlife populations. Since 1986, JV partners have expended more than \$2.2 billion on habitat conservation projects, leveraging funds from multiple private, State and federal sources to protect, restore, or enhance on more than eight million acres of U.S. wetlands, grasslands, forests, and riparian habitat, approaching nearly one-half of the 17 million acres of U.S. habitat objectives under the NAWMP.

The Service's draft operational plan includes performance components that directly align all program activities and objectives with the Secretary's four strategic plan mission components - Resource Protection, Resource Use, Recreation, and Serving Communities. The Service's draft operational plan also contains new draft long-term and annual performance goals and measures to guide the delivery of Service program implementation, management reform, and budget formulation. The alignment and integration of program performance with budget formulation will provide the context for transparent accountability and the foundation for continual improvement.

Habitat Joint Ventures (12)

Existing Habitat JVs will continue to build capacity for meeting the habitat needs of waterfowl and other bird groups, particularly since these JVs are widely recognized as the principal mechanism for delivering habitat conservation within a dynamic partnership structure. In doing so, they will continue to strengthen their biological planning, implementation and evaluation functions while they also expand partnerships, prioritize project needs, and support effective outreach and communication.

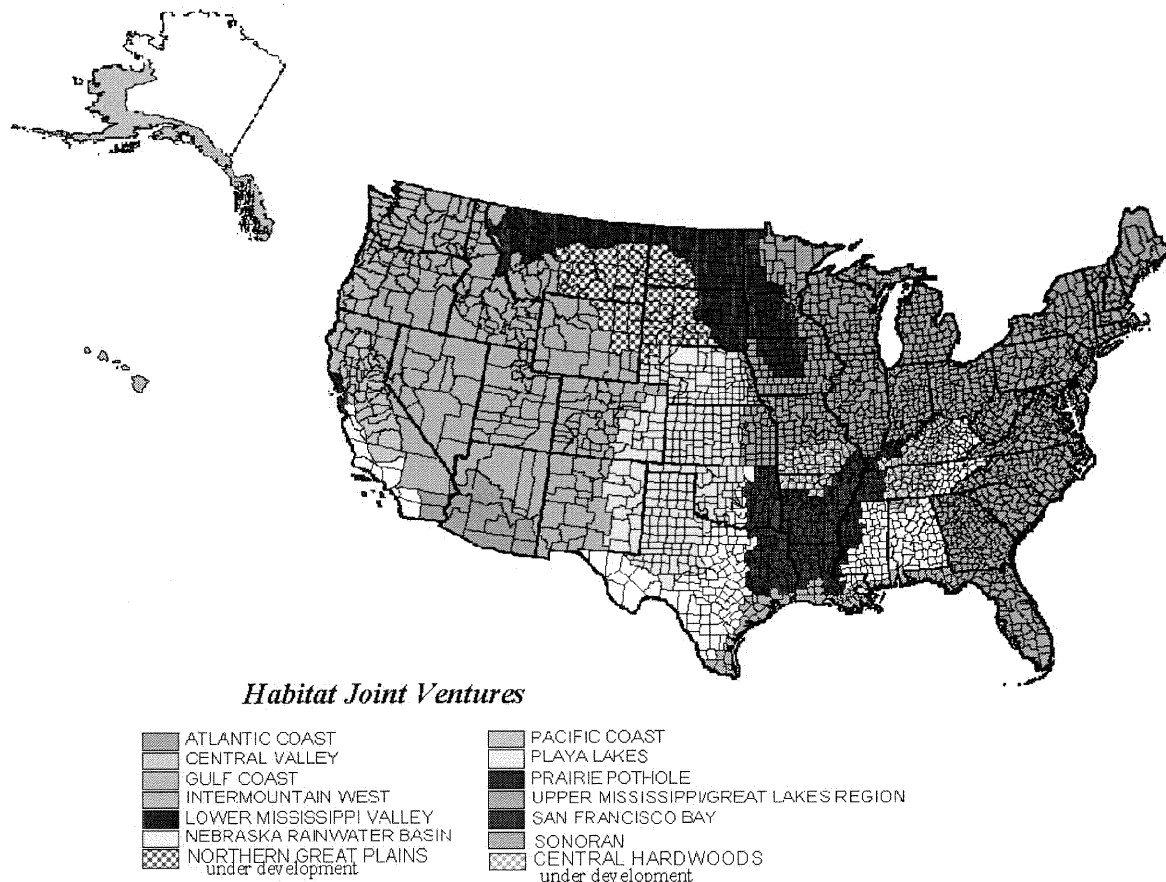
Two new JVs, Northern Great Plains and Central Hardwoods, are currently under development and will submitted implementation plans to the Service for approval in 2004.

Species Joint Ventures (3)

The Sea Duck, Arctic Goose, and Black Duck JVs promote and coordinate the gathering of scientific information vital to the management of waterfowl. Their primary objectives are to support research and surveys that yield information on population biology, provide reliable indices of population trends, and identify important habitats and threats. This information is vital to identify important limiting factors to these populations so that effective management strategies can be developed, including habitat conservation actions implemented by the Habitat JVs.

Joint Venture Administration

Administration is essential to national and international coordination of joint venture activities. Both Canada and Mexico have similar programs. Coordination with other federal programs and agencies and stakeholder organizations is also a fundamental component of the program. In addition, administrative resources are being used to refine waterfowl population and geographic objectives as called for in the 2003 Update to the North American Waterfowl Management Plan, which is pending signature by the Secretary of the Interior and corresponding Ministers from Canada and Mexico.



2003 Program Performance Accomplishments

In FY 2003, \$7.369 million was appropriated and allowed the Service to implement the following activities.

- **Volunteers and Shorebird Surveys in the Prairie Pothole JV:** Initiated in winter/spring FY 2002 and continued in FY 2003, partners began a program to monitor shorebirds that migrate across the extensive ephemeral wetland systems in the U.S. portion of the Prairie Pothole Region, in an attempt to accurately assess their population size and trends. During spring and fall migration in 2002, field staff conducted surveys and refined methods and data collection forms. Phase two of the project began in the winter of 2003 with the recruitment of volunteers for the spring 2003 shorebird survey. Approximately 140 people were contacted, including professional biologists and volunteer coordinators with resource agencies. Approximately 37 volunteers participated in the spring surveys. A report on the feasibility of using volunteers to conduct surveys during migration has been produced. The outlook is encouraging about the feasibility of conducting long-term shorebird surveys through volunteers in an area of the country where the landscape is large and human populations are shrinking, particularly in rural areas.
- **Nesting Mallards in the upper mid-west:** The Upper Mississippi/Great Lakes Joint Venture supported a study of nesting mallards in the Great Lakes States of Wisconsin, Michigan, Indiana and Ohio. Through sensitivity analyses, these data are determining the limiting factors and landscape features that affect breeding mallards. HEN, a decision support system, has incorporated this reproductive data, as well as data layers relevant to habitat restoration, into a specific model for this landscape. HEN is designed to target restoration activities to the areas where breeding mallards will most benefit, and to identify landscape-specific restoration strategies which will optimize waterfowl reproductive success.
- **New Plan for California's Central Valley:** The Central Valley Habitat Joint Venture will soon complete an update of its 1990 Implementation Plan. Over the past two years, the JV has adopted the "all bird" vision, as presented in the NABCI framework and expanded its boundary to include almost the entire Central Valley watershed. A new Science Coordinator was hired to integrate planning, science, and implementation activities. The Plan Update integrates the objectives of other bird conservation initiatives and presents objectives for wintering and breeding waterfowl, shorebirds, waterbirds, and riparian and grassland songbirds. This Plan will guide JV conservation activities over the next five years.
- **"Strategic" wetland restoration:** The Rainwater Basin JV has made a transition from "opportunistic" to "strategic" wetland restoration. The use of enhanced GIS tools and digital data layers enable prioritization of wetland restoration, enhancement, and management activities, and help target efforts to those wetlands where we will get the most biological "bang" for the buck. The JV evaluates each wetland within the 4200 square mile landscape using a model which compares disturbance, dissection, alteration, and function. The owners of those wetlands with the potential for highest biological function are contacted and provided information about the wetland habitat programs available through local, State, and federal resource agencies.

2004 Planned Program Performance

In FY 2004 a funding level of \$10,225 million will allow the following:

- The Division of Bird Habitat Conservation will continue to work with the North American Waterfowl Management Plan Committee to complete a 2003 Update of the Plan. The 2003 document will be comprehensive, combining the core elements of the 1986 Plan and the 1994 and 1998 updates with guidance addressing the issues and conditions of the 21st century. As with past updates, an extensive partner consultation was initiated in FY 2002 and the results will be used to ensure the 2003 Plan engenders wide support throughout the conservation community.
- In 2002, the **Prairie Pothole Joint Venture** completed 15 years of finding common ground for wildlife and agriculture to work together in the prairies. Habitat restoration and conservation on a regional scale by partners, particularly private landowners, is resulting in programs that promote both profitable agriculture and abundant wildlife. Now, the PPJV is again looking forward as partners come together to develop a new implementation plan to guide PPJV activities into the future. The PPJV, historically centered on waterfowl, has been a leader in using science to prioritize its activities. Some of that science has been used to broaden the scope of efforts to landbirds, shorebirds and waterbirds, in addition to waterfowl. With support from the Management Board and strong participation by a Technical Committee that represents the skill set needed for a new and dynamic approach, the PPJV is using its 15 years of improved science foundation to design a new Implementation Plan that will challenge some traditional approaches and set a renewed course for conservation in the prairies.
- The **Upper Mississippi/Great Lakes Joint Venture** will support a full-time Science Coordinator to work with the Management Board and Technical Committee on building the science foundation of bird conservation in the JV landscape. The conservation needs of waterfowl will be incorporated with the needs of shorebirds, waterbirds and landbirds to determine best management practices and overall habitat conservation strategies, and this information will be used to update the JV Implementation Plan. The Science Coordinator will be co-located with other Service program staff in the field to share data and resources, and realize cross-program science benefits.
- The **Central Valley Habitat Joint Venture**, with increased planning capabilities, will facilitate a cooperative effort to integrate multiple existing habitat planning activities under one umbrella within the southern San Joaquin Valley. New partners with interests in this part of the valley are collaborating with existing Joint Venture partners to identify strategies for habitat conservation within identified areas of need.
- The **Rainwater Basin Joint Venture** will begin collecting aerial photography to determine annual wetland conditions of each wetland within the Rainwater Basin landscape. A partnership with local private pilots makes this possible within timelines specific to significant habitat use by waterfowl. This information will be correlated with radio tagged ducks to further refine where wetland work should be directed to maximize benefit/cost return.

Justification of 2005 Program Changes

NAWMP/Joint Ventures	2005 Budget Request	Program Changes (+/-)
Sea Duck JV	560	+19
Atlantic Coast JV	830	+ 46
Lower Mississippi JV	780	+ 52
Upper Mississippi/Great Lakes JV	670	+ 32
Prairie Pothole JV	1,430	+ 54
Gulf Coast JV	725	+ 38
Playa Lakes JV	725	+ 37
Rainwater Basin JV	420	+ 26
Intermountain West JV	1,030	+ 45
Central Valley JV	585	+ 44
Pacific Coast JV	725	+ 37
San Francisco Bay JV	385	+ 22
Sonoran JV	420	+26
Arctic Goose JV	380	+ 16
Black Duck JV	380	+ 16
Northern Great Plains ^a	150	+150
Central Hardwoods ^a	150	+150
JV Administration	787	+ 97
General Program Activities	318	+295
Federal Vehicle Fleet Reduction	-1	-1
Total, NAWMP/Joint Ventures	+ 11,449	+ 1,201
\$(000)	35	+ 0
FTE		

The FY 2005 budget request for the North American Waterfowl Management Plan and Joint Ventures is \$11,449,000 and 35 FTEs, a net program increase of \$1,201,000 and 0 FTE from the 2004 enacted level. There are no other resources available for accomplishing the major performance goals supported by these appropriated funds.

Existing Joint Ventures (+\$510,000)

The proposed increase will achieve the target funding levels recommended in the FY 2001 Conference Report on Interior Appropriations, restoring the rescissions and program reductions included in the FY 2004 appropriation. This will allow existing JVs to operate at a level that will achieve their long-term waterfowl population and habitat objectives, and evaluate current management activities. JVs rely on Service support for a minimum operational level of funding for planning, priority setting, habitat implementation, evaluation, and citizen outreach, and identify funding inputs necessary to achieve their established objectives.

The Secretary's Four C's philosophy is at the very heart of Joint Venture development and operation. Each Joint Venture is formed and guided by a unique management board comprised of federal, State, and local conservation and community interests. The objectives and strategies for achieving the JV goal to conserve and restore waterfowl and other migratory birds through science-based habitat conservation are developed by the management boards to fit local and regional needs, resources, and priorities. The Service provides leadership in biological planning, coordination, communications, and assessment, and also serves on the management boards as an equal partner in habitat conservation.

^a Funding for the Northern Great Plains and Central Hardwoods Joint Ventures is dependent upon the completion of their implementation plans and their meeting other administrative criteria established by the Service.

New Joint Ventures (+\$300,000)

The Service proposes to increase the JV program by providing support to two new joint ventures, the Northern Great Plains and the Central Hardwoods, both of which have been in development in recent years. In FY 2004, these JVs will complete their implementation plans and meet other administrative criteria established by the Service. The Service will then administratively allocate \$150,000 to each of these JVs to begin the process of building their base operations capacity.

Joint Venture Administration (+\$97,000)

The Service proposes to increase its national-level support of joint venture activities. The growing numbers and extent of joint ventures requires more coordination and oversight to ensure the continued involvement of existing and new partners in joint ventures and other bird conservation partnerships such as Partners in Flight and the North American Bird Conservation Initiative. The proposed increase will also allow the Service to improve reporting and analysis of performance and cost information from individual JVs for integration into the DOI strategic plan.

NAWMP Implementation (+\$295,000)

Under General Program Activities, The Service also proposes to increase its national-level support of the North American Waterfowl Management Plan (NAWMP) by \$295,000, which will be used to implement recommendations of the 2003 NAWMP Update, including a comprehensive assessment of the progress toward NAWMP goals made by JVs and other partners. This will include an update of regional habitat objectives based on evaluation results, identification of additional science support needs, and a refined estimate of the resources needed to accomplish NAWMP objectives. The assessment also will solidify strategic biological planning, implementation and evaluation throughout the waterfowl conservation community and renew the working relationships between the NAWMP Committee, Joint Ventures, and other partners.

The Secretary of the Interior is a signatory to NAWMP; and, while the Service subscribes to the population and habitat objectives of NAWMP, specific performance goals relating to the Plan have not been established. Joint Ventures are not solely managed or implemented through DOI, but represent dynamic partnerships having a strong DOI/Service presence and funding commitment. Joint Ventures contribute to the new DOI Strategic Plan mission components of Resource Protection. Projects will comply with the Service's legislative mandate to monitor and establish baseline information on migratory bird populations and maintain the health of migratory bird populations. With the proposed increase funding, the Service will be able to accelerate achievement of NAWMP and Service goals, emphasizing habitat conservation on both public and private lands.

Federal Vehicle Fleet Reduction (-\$1,000)

According to recent Office of Management and Budget statistics, among civilian agencies Interior has the third largest motor vehicle fleet. Vehicles are used by Interior employees and authorized volunteers to support multiple mission activities, many in remote areas. In some locations, government vehicles are provided to support service contractors. Over 4,000 vehicles are used seasonally (i.e., only in winter or summer), or for special purposes, such as law enforcement or fire fighting. Nearly 90 percent of the fleet vehicles are trucks, vans, buses and ambulances, and 10 percent are sedans and station wagons.

In 2004, the Department and the bureaus began a collaborative effort to improve the management of vehicle fleets including examination of the infrastructure for fleet management within each bureau, the identification of best practices that could be used Department-wide, and the development of action plans to improve fleet management and realize cost savings.

In anticipation of improved fleet management and the resultant savings, the 2005 budget proposes a reduction in funding. To achieve these savings, the bureau will undertake fleet reductions and cost-savings by: (1) reducing the size of the fleet; (2) employ energy saving practices by fleet operators; (3) acquire more efficient vehicles; (4) acquire the minimum sized vehicle to accomplish the mission; (5) dispose of underutilized vehicles; (6) freeze the acquisition of vehicles from the General Services Administration (GSA) Excess Vehicle program; and (7) explore and develop the use of inter-bureau motor pools.

Relationship of Program Changes to Performance Goals

Each JV has a strategic implementation plan. The cumulative objectives of these plans are being organized under the new DOI draft Strategic Goal for Resource Protection- Biological Communities, [Intermediate Strategy - Creating Habitat Conditions for Biological Communities to Flourish]. New performance goals have been developed for the JVs that will reflect the Service's annual progress made toward achieving the habitat objectives laid out in the JV implementation plans. The current funding level will enable JVs to fully engage their implementation plans and reach their targets within the planned time frame. Specific performance measures are defined below.

Workload Indicators -- NAWMP/Habitat Joint Venture Accomplishments

Joint Venture	Conservation Actions	Actual FY 2003 Accomp.	1986-2003 Cum. Accomp.	Estimate FY 2004	Estimate FY 2005
Atlantic Coast	Protect	80,593	768,993	70,000	75,000
	Restore	19,877	101,039	7,500	8,000
	Enhance	2,168	556,817	7,500	10,000
Central Valley	Protect	1,200	86,366	1,200	1,200
	Restore	10,800	78,498	11,000	12,000
	Enhance	70,600	518,637	75,000	80,000
Gulf Coast	Protect	5,826	361,586	7,500	7,500
	Restore	1,206	73,635	3,000	5,000
	Enhance	2,870	680,381	10,000	12,000
Intermountain West	Protect	16,231	39,829	8,000	10,000
	Restore	10,336	95,392	20,000	25,000
	Enhance	16,263	72,964	2,000	3,000
Lower Mississippi Valley	Protect	1,061	503,888	10,000	12,000
	Restore	15,905	334,566	20,000	30,000
	Enhance	15,906	293,527	20,000	15,000
Pacific Coast	Protect	27,000	208,164	20,000	30,000
	Restore	2,578	21,450	2,000	2,500
	Enhance	1,100	19,972	1,000	1,000
Playa Lakes	Protect	0	14,035	2,000	2,000
	Restore	2,157	17,030	1,000	4,000
	Enhance	91	15,901	1,000	4,000
Prairie Pothole	Protect	140,723	973,638	135,000	135,000
	Restore	48,391	570,457	50,000	60,000
	Enhance	50,749	877,189	48,000	48,000
Rainwater Basin	Protect	1,550	51,743	6,800	7,000
	Restore	789	50,234	7,000	7,000
	Enhance	450	5,931	1,100	1,200
San Francisco Bay	Protect	20,347	24,606	2,000	2,500
	Restore	2,143	7,113	1,400	2,500
	Enhance	1,382	4,854	500	500
Sonoran	Protect	700	3,744	500	1,000
	Restore	360	3,448	500	1,000
	Enhance	900	7,011	500	750
Upper Mississippi/ Great Lakes	Protect	7,221	198,260	10,000	10,000
	Restore	30,787	200,641	30,000	30,000
	Enhance	33,134	274,821	35,000	35,000

Accomplishments associated with these conservation actions are not additive; restoration and enhancement activities may occur on sites also categorized as protected.

Acres protected, restored, enhanced are based on estimates received from partners and are subject to change.

Black Duck, Sea Duck, and Arctic Goose JV are not included as their focus is knowledge improvement and not habitat improvement projects, i.e., acres.

Performance Data

End Outcome Goal 2.1: Resource Protection. Sustain biological communities on DOI managed and influenced lands and waters in a manner consistent with obligation regarding the allotment and use of water.							
<i>End Outcome Measure</i>	2002 Actual	FY 2003 Actual	2004 Budget	2004 Plan	2005 Plan	Change in Performance 2004 to Planned 2005	Long-term Target (2008)
Intermediate Outcome: Create habitat conditions for biological communities to flourish.							
Intermediate Outcome Measures (Key and Non-Key) and Bureau and PART Outcome Measures							
Number of acres of landscapes and watersheds managed through partnerships and networked lands that achieve habitat protection (SP) PIM.2.01.003	8,087,019	8,126,360	8,754,360	8,754,360	9,445,010	690,650	12,904,000

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